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ABSTRACT

This document summarizes recommendations contained in five recent reports on California higher education and is directed to policymakers involved in higher education planning. The five reports were intended to raise public awareness of the major challenges facing higher education in California and to provide policymakers and others with various policy options. The first section of this summary report presents a review of the conditions which led to the development of the five reports, especially the difficult economic restraints of the early and mid-1990s and enrollment pressures, as well as a discussion of what defines higher education planning. Following sections bring together recommendations made by the several commissions and task forces involved in the earlier set of reports. They include recommendations concerning: (1) access (e.g., financing, enrollment, use of independent institutions, capital outlays and facilities use, educational technology, educational equity/diversity, transfers, and admissions); (2) affordability (student fees, financial aid); (3) accountability (statewide information system, increasing productivity and efficiency, improving student outcomes, statewide goals for higher education, economic development and relations with business and industry); and (4) coordination and multi-system issues (cooperation and collaboration among systems and with K-12, governance issues, teacher education, institutional mission). A final brief section considers future steps. (DB)

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A BRIDGE TO THE FUTURE: HIGHER EDUCATION PLANNING FOR THE NEXT CENTURY

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

SEPTEMBER 1999 COMMISSION REPORT 99-3

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Summary

This report documents and summarizes the recommendations contained in five major reports on California higher education that were produced in recent years by various agencies and organizations. They are:

1. *The Challenge of the Century: Planning for Record Student Enrollment and Improved Outcomes in California Postsecondary Education*, published in 1995, by the California Postsecondary Education Commission;

2. *Shared Responsibility*, published in June 1996, by the California Higher Education Policy Center;

3. *Breaking the Social Contract*, published in 1997, by the Rand Corporation's Council for Aid to Education;

4. *California At the Crossroads: Investing in Higher Education for California's Future*, published in November 1998, by the California Education Roundtable; and

5. *Toward a State of Learning: California Higher Education for the Twenty-First Century*, published in March 1999, by the California Citizens Commission on Higher Education.

This report serves to inform the Commission's planning efforts as it updates *The Challenge of the Century*. This document is also intended to be a useful resource tool to inform policy makers and others involved in higher education planning about the variety of alternative courses of action available to address the critical issues facing California higher education in the 21st century.

The Commission adopted this report at its meeting on August 23, 1999. Additional copies of the report may be obtained from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938; telephone (916) 445-7933. Questions about the substance of the report may be directed to Cheryl Hickey, Senior Policy Analyst of the Commission, at (916) 322-0144.

A BRIDGE TO THE FUTURE: HIGHER EDUCATION PLANNING FOR THE NEXT CENTURY

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 99-3
PUBLISHED SEPTEMBER 1999

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STATE OF CALIFORNIA GRAY DAVIS, *Governor*

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J STREET, SUITE 500
SACRAMENTO, CALIFORNIA 98514-2938

OFFICE OF THE EXECUTIVE DIRECTOR
(916) 445-1000 CALNET: 485-1000
FAX: (916) 327-4417

An Open Letter to the People of California

About the Future of Higher Education in California

Dear Californian: August 1999

The California Postsecondary Education Commission is pleased to present *A Bridge to the Future: Higher Education Planning for the Next Century*. For the past decade, the Postsecondary Education Commission has remained focused on improving both access to, and the quality of, higher education in our state for the current and future generations of students. The outset of a new century provides a meaningful juncture at which California can both assess its progress to date and, more important, set a course to meet the postsecondary education challenges ahead.

A good deal of thoughtful analysis, debate, and dialogue has been done by this Commission and by others interested and committed to higher education in California in recent years. Important recommendations on a wide variety of higher education matters have resulted from these deliberations. While some of these ideas have been implemented, others deserve further consideration in the public policy arena. This report organizes and presents these ideas in a manner useful to decision makers and others, thereby providing a solid foundation upon which to begin the next decade of planning and coordination of postsecondary education for California.

Some difficult challenges face California higher education in the year 2000 and beyond. More students than ever will be seeking postsecondary education opportunities. In addition, these students will be more diverse and technologically-oriented than ever before. Fulfilling the State's historic commitment of providing widespread access to a high quality, affordable college education for the next generations of California students will require renewed commitment by all concerned -- educational leaders, policymakers, administrators, students, parents, and members of the general public.

We must strive to do things better and more efficiently, while still ensuring educational quality. California's colleges and universities must be more accountable to the people of the State whose investment makes possible California's world-class system of higher education. We believe now is an ideal time to assess where we, as a State, have been, determine where we need to go, build upon the significant resources we currently have, and to move forward boldly to meet the challenges ahead.

By publishing this document as a prelude to the issuance of an update to our planning report, *The Challenge of the Century*, the Commission better informs our own planning efforts and provides an appropriate and timely starting point for others attempting to address the critical needs of the state's postsecondary students and institutions in the 21st century. We believe this document will serve as a useful transition between the significant work that has already been done and what remains to be accomplished. We are enthusiastic about addressing the postsecondary needs of the new millennium and will continue to work to ensure that the dream of a college education is a reality for all Californians who desire one.

Sincerely,

Guillermo Rodriguez, Jr.
Chair

Warren H. Fox, Ph.D.
Executive Director

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1 Introduction and Overview

IT IS AN IMPORTANT TIME for higher education in California. The pending flip of the calendar from 1999 to the year 2000 not only signifies profound change, it is also a call to action. It heightens the sense of urgency to address the many challenges that face higher education, to better prepare for both the obstacles and opportunities ahead. It serves as a public reminder that, while change cannot always be controlled, its direction, in many respects, can be shaped. But shaping the future requires that there be a vision for what that future should look like, and a means by which to get there, coupled with a keen sense of the past -- what has succeeded, what has failed, and why.

. . . planning will continue to be among the most essential ingredients to the future success of California's higher education system in meeting the needs of the State and its students in the 21st century.

In the past, shaping the direction of higher education in California has meant extensive planning. The 1960 *Master Plan for Higher Education in California* is perhaps the most successful example of higher education planning in the state and, some would argue, in the nation as well. Given the magnitude of the challenges facing California, planning will continue to be among the most essential ingredients to the future success of California's higher education system in meeting the needs of the State and its students in the 21st century.

During the mid to late 1990's, five comprehensive planning reports on higher education in California were published by various entities that contained recommendations intended to better position California higher education to address the critical needs of the future. These documents -- *The Challenge of the Century: Planning for Record Student Enrollment and Improved Outcomes in California Postsecondary Education* published by this Commission; *Shared Responsibility*, published by the California Higher Education Policy Center; *Breaking the Social Contract*, published by the Rand Corporation's Council for Aid to Education; *California at the Crossroads: Investing in Higher Education for California's Future*, published by the California Education Roundtable; and *Toward a State of Learning: California Higher Education for the Twenty-First Century*, published by the California Citizens Commission on Higher Education were written, in part, in response to the difficulties experienced by the State and by higher education during the early and mid-1990's. They also reflected the quickly changing environment in which higher education must operate.

These five reports, though differing in content, shared a common intent to raise public awareness of some of the major challenges facing higher education in California. They also provide policy makers and higher education officials with policy options and suggestions for ways to initiate improvements and efficiencies to en-

sure that access, affordability, and quality remain characteristics associated with California higher education into the 21st century.

At the heart of each report is strong concern that California may not be able to continue to live up to its historic promise of providing widespread access to higher education for all who desire and can benefit from it, as well as a strong desire to find ways to continue that promise for the next generation of students.

Purpose of report

The purpose of this report is to assist future higher education planning by facilitating an understanding of the major long range planning efforts that have been completed in the recent past. This document is intended to be a useful reference by summarizing in one place the various recommendations contained in each of the five comprehensive reports.

The Commission does not offer additional recommendations through this report, but rather provides a useful tool for policy makers, higher education officials, and all other stakeholders who are interested in implementing innovative and effective solutions for the delivery of higher education services to an increasing and increasingly diverse population. It chronicles and reorganizes the numerous recommendations made by each of the five agencies or organizations thereby facilitating a comparison of various options available to policy makers and educational leaders. It also highlights areas where there is general agreement as to the direction California should take and where there is considerable disagreement.

This document is timely for three reasons. First, this report is consistent with and furthers the Commission's role as the State's information clearinghouse for all matters pertaining to education beyond high school. The 1960 *Master Plan for Higher Education in California* recognized that critical to the success of the state's tripartite system of public higher education is a central body responsible for the planning and coordination of higher education. As California's higher education coordinating and planning agency for over 25 years, the Commission has served the State by providing information and policy direction to the Governor and the Legislature on a host of matters related to higher education. By publishing this report, the Commission hopes to broaden the understanding of planning efforts that have taken place in recent years.

Second, this document serves to inform the Commission's own planning efforts. The Commission has begun efforts to update its long range planning document, *The Challenge of the Century*, which was published in 1995. This effort is among the most important activities contained in the Commission's workplan, not only because it will be among the first major works published by the Commission in the new millennium, but because it represents the Commission's collective vision for higher education in the State and its best thinking on how to achieve that vision. It is anticipated that the update to *The Challenge* will be completed in December 1999. This document will help inform that process by reminding the Commission of its earlier thinking when the State was operating under vastly different economic circumstances as well as to better understand the thinking of

other agencies and organizations who underwent a similar process. By highlighting the differences in the conclusions and recommendations among the various agencies and organizations, the Commission is encouraged to examine the reasons for these differences. Did the Commission make different assumptions? Was the Commission's perception of the problem different from the other agencies and organizations? If not, why then was the Commission led to different conclusions? Such information and questions will prove useful to the Commission's future planning efforts.

Third, the State is set to embark on an unprecedented effort -- to develop a California Master Plan for Education - Kindergarten through University. In May of this year, the Legislature passed SCR 29 which established a Joint Legislative Committee to develop such a master plan, which will "provide a blueprint for education in California in the 21st century, to support lifelong learning for all Californians, and to serve as an example to other states by raising the standard for educational excellence." The successful transition of students from K-12 into higher education and ensuring that students achieve their academic goals once enrolled in postsecondary education will be a central focus of this effort.

The scope of the Committee's deliberations is expected to be comprehensive in nature; that is, it may review all issues involving elementary, secondary, and higher education -- from issues as diverse as mission, structure, and governance of California's institutions of education, to financial aid, accountability, transfer, and role of the Commission. It is hoped that the SCR 29 committee would utilize the analysis and recommendations of the five reports to inform its efforts and, in particular, to give serious consideration to those made by this Commission.

Organization of report

The balance of this report is divided into three parts:

1. A brief review of the conditions leading up to the development of the five reports, including both the economic constraints under which the State was operating in the early and mid-1990's and the enrollment pressures on the State's institutions of higher education that were beginning to become apparent at that time. The combined effect of bad economic conditions and increasing enrollment demand are important to understanding why certain recommendations were made by these five agencies or organizations, and indeed, why the organizations chose to undertake the planning endeavor at all.

2. A portion of the Commission's 1995 report, *A Capacity for Growth*, is reprinted here to describe what higher education planning is and what it is not. The Commission believes this to be a useful tool for those interested in higher education planning to better understand both the possibilities and the limitations of planning.

3. The report concludes with the actual recommendations contained in each of the five reports. Although the recommendations are included verbatim, they have been reordered to facilitate comparison between the reports. The numerous

recommendations are clustered in categories under four Commission themes: **access, affordability, accountability, and coordination and multi-system issues**.

Access and affordability were used because they are hallmarks of California's *Master Plan for Higher Education* and accountability because the Commission firmly believes that this changed environment demands that higher education become more accountable to its students and to the citizens and taxpayers of California. Not only is greater accountability required in terms of student outcomes but also in terms of greater efficiency and productivity, and to better demonstrate what the public is receiving for its nearly $8 billion annual investment in California higher education. Additionally, the Commission believes one of the necessities of higher education in the 21st century will be that institutions and systems work more collaboratively, hence, the need to include a section on coordination and multi-system issues.

Within each theme, the recommendations have been grouped under more specific topical areas, such as enrollment, transfer, and so forth. It is important to note that some recommendations covered more than one topical area and, where obvious, are included under each appropriate category. For instance, recommendations that discussed student fees often included reference to financial aid, and therefore the recommendations are included in this report twice -- once under student fees and once under financial aid. Other issues were addressed in only one or a couple of the reports and not at all, or only in a cursory manner, in the others. Each topical area includes a statement summarizing the similarities and differences between the recommendations.

It is also important to note that accompanying narrative for the numerous recommendations is not included in this report. The reader is cautioned that, presented outside of their original context, recommendations can be difficult to interpret and may be misunderstood. While there are very strong similarities in how each of the five organizations perceived the larger challenges facing higher education, enough differences exist in perceptions of specific problems to lead the agencies and organizations to propose vastly different solutions. For these reasons, the reader should refer to the actual reports when desiring a better and more complete understanding of how each agency or organization viewed the various areas and challenges facing higher education.

Background

The decade of the 1990's began tumultuously for California higher education. It was hit hard by the economic downturn experienced by California -- a downturn that would prove to be prolonged. In the first half of the decade, higher education was characterized by:

- *Declining revenues to the three public systems of higher education.* Of the nine budget categories that comprise the State's General Fund, higher education dropped from 14.6 percent of the total General Fund in 1990-91 to just 12.2 percent in 1995-96. Annual General Fund resources to the three public systems

declined by about $1.2 billion between 1990-91 and 1993-94, before beginning to rise again in 1994-95.

- *Increasing student fees.* During the first five years of the 1990's, annual systemwide resident student fees for full-time students at the University of California and the California State University more than doubled. Students enrolled in the University of California saw their fees rise from $1,624 in 1990-91 to $3,799 in 1995-96, while student fees for students enrolled in the California State University increased from $780 to $1,584 during that same period. Annual student fees more than tripled for those enrolled in one of California's 106 community colleges -- up from $120 in 1990-91 to $390 in 1995-96.

- *A growing backlog of deferred maintenance of higher education facilities in California.* Too few resources were available to higher education officials to renovate and repair existing facilities. By 1998, the Commission had estimated that approximately $825 million would be needed annually to maintain the existing physical plant, with another $435 million necessary to provide for additional space to accommodate enrollment growth. Despite the passage of Proposition 1A, the ability of California to provide sufficient resources for capital outlay purposes remains a top concern for all of higher education.

- *Ballooning student-loan debt.* Borrowing in the federal student loan programs tripled between 1990 and 1997 -- growing from about $1 billion to over $3.1 billion per year according to the California Student Aid Commission. A significant shift took place during the 1990's as student loans replaced grant assistance as the primary source of financial aid and now comprise over 60 percent of all financial assistance for California students.

The basic tenets of California's *Master Plan for Higher Education* -- access, affordability, and quality -- were clearly at risk as enrollments plummeted, classes were cancelled, buildings sat unrepaired, and student dissatisfaction grew.

Enrollment demand

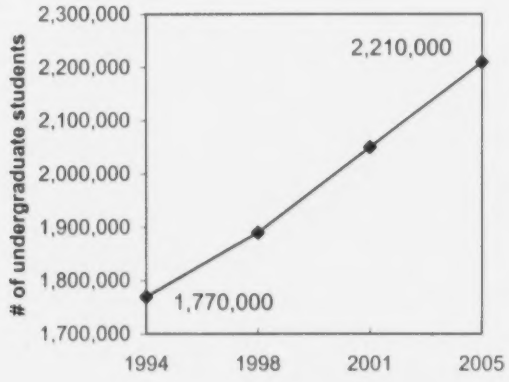
While California's higher education institutions were grappling with this formidable environment, a significant demographic phenomenon began to become apparent. That is, that thousands of additional students would soon arrive at the college door demanding access, although, at the time, no one knew exactly how many to expect. Enrollments at the K-12 level were burgeoning, attributed, in part, to what is commonly referred to as the "baby boom echo", or rather, the children of the baby boomers who were now school age. Additionally, these students were more linguistically and ethnically diverse than ever before. There was no reason to doubt that a large number of these students would eventually desire and pursue a college education.

In order to get a more accurate picture of the size of the pool of students who would be seeking access to higher education in the coming decade, the Commission engaged in the extensive process of estimating the future enrollment demand.

The results were published in the 1995 report, *A Capacity for Growth*. In this report, the Commission concluded that an additional 455,000 new students would be seeking access to higher education institutions in California between 1993 and 2005-06. This represented nearly a 25 percent increase in California's public college and university enrollments. The California Community Colleges were expected to see the greatest numbers of new students -- nearly 338,000, or an increase of 24.4 percent. An additional 26.2 percent, or 85,356 new students, were expected to seek enrollment in the California State University system, and the University of California was projected to experience a 19.7 percent increase, or 32,064 students, during this time period.

The chart below illustrates the growth in anticipated undergraduate enrollment growth between 1994 and 2005 as projected by the Commission in *A Capacity for Growth*.

DISPLAY 1: Undergraduate enrollment demand in California 1994-2005



Source: A Capacity for Growth, California Postsecondary Education Commission, Commission Report 95-9, p. 27.

In spite of some speculation by other agencies and organizations at that time that the Commission's projections overestimated the demand, a comparison with actual enrollments today has shown that the Commission's projections were quite accurate. In some cases, actual enrollments are outpacing the Commission's projections. The Commission is currently engaged in updating its enrollment demand projections for all three public systems of higher education. It is anticipated that preliminary enrollment projections will be completed and presented at the October 1999 Commission meeting.

In sum, it was becoming increasingly apparent during the mid-1990's, that if California were to continue its historic promise of providing access to high quality, affordable college education for all California students who desired one and who could benefit, then significant changes would need to be made. The combination of difficult economic circumstances, severe constraints on State support for higher

education, increasing reliance on student fees to backfill for State support, and the concern about whether California could continue to provide widespread access to higher education for more students than ever before, contributed to the need to examine higher education in a comprehensive manner.

Reports released

In 1993, the California Postsecondary Education Commission embarked on an effort to rethink higher education in light of 1990's realities. The Commission began its effort to take a comprehensive look at the way higher education is funded and operated in California, and for nearly two years, identified the challenges facing higher education, engaged in thoughtful analysis and public dialogue about the causes of those challenges, identified potential solutions, and considered numerous recommendations.

In 1995, the Commission released *The Challenge of the Century: Planning for Record Student Enrollment and Improved Outcomes in California Postsecondary Education.* The comprehensive report offered numerous recommendations organized around four key themes: (1) financing collegiate opportunity or limiting student access; 2) creating equitable state policies for student fees and financial aid; (3) increasing educational productivity and efficiency; and (4) improving regional and statewide cooperation and collaboration.

Four other reports with purposes similar to *The Challenge* were subsequently released. As noted in the introduction, they are:

Shared Responsibility, produced by the California Higher Education Policy Center, a nonprofit organization focused on providing research and policy recommendations on higher education issues in California. Financial support for the Center's focus on California has ended; however, additional private support has allowed for the establishment of the National Center for Public Policy and Higher Education. The report was released in June 1996.

Breaking the Social Contract, produced by the Rand Corporation's Council for Aid to Education, 1997. The Rand Corporation provides research and policy recommendations on a wide variety of public policy arenas. Its Council for Aid to Education is a national nonprofit organization. One of its missions is to enhance the effectiveness of corporate and other private sector support in improving education at all levels.

California At the Crossroads: Investing in Higher Education for California's Future, produced by the California Education Roundtable. The California Education Roundtable is comprised of the Executive Director of the California Postsecondary Education Commission, the Chancellor of the California Community Colleges, the Chancellor of the California State University system, the President of the University of California, a President of an Independent California College or University, and the Superintendent of Public Instruction. The report was released in November 1998.

Toward a State of Learning: California Higher Education for the Twenty-First Century, released by the California Citizens Commission on Higher Education, a blueribbon-type organization made up of a number of individuals representing business and industry, education, community based organizations, and citizens at large. The report was released in March 1999.

Systemwide planning efforts

During the 1990's, numerous other reports have been released on a variety of topics pertinent to higher education. In particular, the Commission acknowledges and recognizes the important contributions made by the California State University in producing its *Cornerstones* report and by the Chancellor's Office of the California Community Colleges with the production of its *2005* report. Both examine their respective systems in light of new realities and offer strategies for improvement and for meeting challenges they face. Additionally, although the University of California has not produced a similar document, they have, nevertheless, been engaged in discussing the future needs of their students and of their system, particularly around the development of the tenth campus. However, the intended scope of these systemwide efforts differ from the five reports listed as they address specifically the challenges facing their respective systems rather than all of higher education. Therefore, this document focuses on the four reports listed above and the Commission's own report -- *The Challenge of the Century* -- as they share the common goal of identifying -- in a comprehensive manner -- the crucial issues facing higher education in California as the 20th century closes.

Continuing need for planning

The latter half of the 1990's are proving to be much more favorable for higher education in this State than the previous half. General Fund resources for higher education have been on the upswing since 1995-96 including a 6.6 percent increase for the California Community Colleges, a 5.9 percent increase for the California State University system, and a 7.3 percent increase for the University of California in the 1999-2000 State Budget. The total annual General Fund appropriation has increased from approximately $4.5 billion in 1995-96 to approximately $8 billion in 1999-2000. This level of increase has provided the three public systems of higher education with a reprieve from the difficulties of the past and has allowed them the opportunity to once again plan beyond the short term. Among other advantages, students are benefiting by way of steady and predictable fees. Further, the State's investment in its Cal Grant program for needy students has doubled since 1990 to approximately $374 million in 1999-2000, including significant increases for needy students attending California's independent colleges and universities.

Nevertheless, significant challenges remain. Enrollments in higher education institutions are meeting or exceeding projections suggesting that the "Tidal Wave" of students could be even greater than previously anticipated. Additionally, a number of K-12 reforms have been put in place in recent years which, if successful, could enable an even greater number of students to become eligible for college attendance. Further, despite $2.5 billion in general obligation bonds for higher

education construction made possible through passage of Proposition 1A in November of 1997, California's capital outlay needs -- currently estimated to be over $1.2 billion every year -- continue to climb. Additionally, there is no guarantee that California's prosperous economy will not experience another difficult slow-down. Such a situation would undoubtedly have an adverse impact upon higher education once again.

Policy makers and higher education officials could choose to operate in a "business as usual" manner or they could implement a series of new strategies in the way higher education delivers services to students in an effort to extend California's historic promise of a high quality, affordable college education to the next generation of California students. The direction California chooses to go will have far reaching implications for its economy and its citizenry.

The planning process

Before settling on a final set of recommendations, each of the five agencies or organizations engaged in an extensive process. Information was reviewed; issues were discussed and analyzed; and ideas were considered and either accepted or rejected. Some held hearings, convened focus groups, spoke to experts in the field, and relied on their own in-house experts. Most of the recommendations were the results of months, and in some cases, years of discussion, debate, and deliberation. All of the reports went through several drafts and review processes before the authors were comfortable enough to issue their final set of recommendations. And while nuances exist among the various steps that were undertaken, all parties were engaged in the important process of higher education planning.

In its 1995 report, *A Capacity for Growth,* the Commission concluded that California's higher education system must prepare for record enrollment growth over the next decade and attempted to better define planning, particularly as it relates to higher education. The report indicated that, because there is often confusion about what planning is, and is not, it may be useful to consider a number of elements that should characterize any well conceived planning process. At a minimum, planning should include the six considerations reprinted below.

1. *Planning is a discipline.*

The Society for College and University Planning, which is the premier higher education planning organization in the United States, describes the discipline of planning this way:

> . . . planning is a mental construct used to describe a broad variety of concepts and processes. It carries multiple meanings. Planning includes both the identification of objectives and the systematic organization and integration of information and other resources. Its nature can be strategic, focusing on organization mission and environment. It can also be operational, focusing on the achievement of mid-level goals and objectives.

Increasingly, the general perception of planning as a common-sense approach to organization is changing to a new perception where planning is a knowledge area, an academic discipline with its own base of data and information (e.g. economic reports, fiscal analyses, enrollment data, etc.), an assortment of techniques that have proven to be useful as organizational principles (e.g. focus groups, modeling, futurism, environmental scanning), and a defined set of tools (e.g. computers, statistical software packages, networks). As the idea of planning as a knowledge area has grown, it has evolved into a discipline of its own, in the same sense that mathematics, psychology, English literature, or history are disciplines. Having said that, however, it should quickly be added that while all sciences are disciplines, not all disciplines are science, and one of those that is not is planning.

Although the tools and techniques used by planners are improving in both their utility and precision, planning remains, and will always remain, more art than science. As such, it is important to remember that planners do not attempt to predict the future, but to consider a range of probabilities that may shape it. Prediction is far more the province of those who create budgets with specific caseloads and dollar appropriations to which agencies are expected to adhere. Planners take a longer view.

2. *Planning is a way to think creatively about the future.*

Of necessity, most of the time required to administer large organizations is devoted to short-term considerations. There are budgets to develop and approve, personnel to manage, and a host of other tasks that require immediate attention. Yet any organization that considers only its day-to-day challenges may eventually find itself adrift, perhaps having lost the forest for the trees. To take an agricultural example, a farmer is able to plow his fields in straight lines because he keeps his eyes on a point in the distance. If he only looked at the ground directly in front of the tractor, he would find at the end of the day that the furrows were more winding than straight. Similarly, managers and administrators need to stretch their vision for some distance into the future, and to consider possibilities and potential circumstances that might be far removed from immediate concerns.

Planners encourage policy makers and others to stretch their thinking, to consider alternatives that may not occur for some time, but which may require immediate attention. Physical plant development is one example of a responsibility where a long view is mandatory. Those engaged in planning may not know the final configuration or architectural style of a proposed building, but by examining enrollment projections, curricular needs, and potential fiscal resources, for example, a creative process ensues that will eventually position the necessary resources in the right place at the right time.

3. *Planning is a way to provide advance warning of problems that need to be addressed.*

Because planning is a way to think creatively about the future, to stretch people's thinking in new directions, it also represents a way to identify problems long in

advance of the time when they will need to be resolved. If, for example, a surge in enrollments is probable beginning five years in the future, steps can be taken now to provide necessary facilities and funding to accommodate them. Further, a sound planning process may suggest alternative ways to serve students, prompt a needed re-examination of program duplication, lead to better uses of technology or different course scheduling systems, or indicate that alternative sources of revenue will have to be found. Were it not for the planning process, it is far more likely that events will control the managers, rather than the other way around. Control of events at any time is difficult, but a well articulated planning process can make some elements of the future far more manageable than would otherwise have been the case.

Good planning can also provide guideposts for when decisions need to be made, and establish a specific agenda for dealing with problems that are likely to occur, such guideposts create decision frameworks, which create order. As an example, the Coordinating Council for Higher Education -- and now the California Postsecondary Education Commission -- have throughout the history of both agencies been responsible, in the words of the Master Plan Survey Team, for advising the Governor, the Legislature, and the higher education systems on such matters as differentiation of function, the appropriateness of programs, and the "development of plans for the orderly growth of higher education." Through the Commission's planning function, higher education's growth, and even its occasional retrenchment, have been more orderly, and the Commission continues to provide advice and counsel concerning the time frame for important decisions.

4. *Planning is a way to organize data and information into useful forms.*

With the advent of the computer, the photostatic copier, the fax machine, and any number of other devices, the amount of available data has multiplied exponentially. Now, the Internet with its "Gopher" technology and the World Wide Web, in concert with new and more powerful personal computers, are promising a data explosion unimagined only a few years ago. For some, that "promise" constitutes a danger, for there is an increasing probability that the sheer volume of data may overwhelm those for whom it is intended to be useful. Anyone who has "surfed the Internet" can report that while there is a tremendous amount of useful information on it, attempts to find specific items of information are often frustrated by the sheer size and complexity of "web technology."

Planners are well aware of the fact that not all data represents useful information, and that it is useful information that is needed more than ever. That fact, constitutes a powerful challenge, for while any planning document can contain mountains of data, those data may not be helpful to decision makers. It is part of a planner's job to organize the mountains in such a way that useful decisions can emerge, and to make reasoned judgements about both the validity of the data and its relevance within a specific context. The fact that something is true does not necessarily make it useful.

5. *Planning encourages people to consider the interrelationships between people and resources.*

While planners must be concerned with data, one of their primary functions is to interpret the meaning of data for policy makers. In higher education, enrollments represents data, but in a planning process, the historical numbers must be projected into an uncertain future, and that process can involve numerous assumptions about human behavior, resource availability, physical facilities, organizational mission, and other factors. Any long-range plan that has been thought through to a reasonable conclusion will discuss the relationships that exist, or could exist, among many factors, and between different permutations of those factors. The planning process itself will engage people from different parts of the organization. It will encourage them to consider a range of possibilities, always remembering that planning is not just a procedure for analyzing numbers, but a process for creating change that will affect the lives of real people.

6. *Planning is a dynamic process.*

It is an axiom of planning that all plans must assume environmental stability, which never occurs. The reason it must be assumed is that planners cannot, and do not attempt to, predict the future. The prediction of future events may be the job of prophets and seers, but it has no place in the job description of a planner. Higher education planners can be reasonably confident, for example, that over the course of a ten-year plan, periods of strong and weak economic growth will occur that will affect the flow of fiscal resources and thereby produce actual enrollments that are higher or lower than the long-range enrollment projection. Since they cannot predict when such events will occur, however, they must assume a more or less stable economic landscape. There may also be totally unforeseen events, such as natural disasters, that will affect the assumption of a plan, but there is no way to integrate such possibilities into the plan itself.

Because the future is inherently unstable -- yet must be assumed to be stable for planning purposes -- it is essential that planning be a continuous or dynamic process, one that is constantly fine tuned and adjusted as events unfold. It is a serious error to assume that any long-range plan will be followed in all of its particulars for the entire span of its view, a span that usually encompasses a 5-, 10-, or 15-year period. As noted earlier, plans are valuable because they encourage people to consider future possibilities and alternatives for which actions need to be taken in the present; but, since the future is not known, the plan itself must be capable of adjustment and periodic renewal. Accordingly, planning processes should be continuous, and while short-range -- one or two years -- budgetary and other decisions should always be made with reference to a long-range plan, the long-range plan should be considered as more of a guideline than a prescription. When guidelines, or long-range plans, become prescriptive, the dynamism of the

planning process often fails, and administrators and policy makers substitute the expedient and commonplace for the thoughtful and creative.

Debunking the myths about planning

Having outlined much of what planning is in general, and what long-range planning is in particular, a few brief comments on what planning is *not* are in order.

1. Planning is *not* a way to predict the future. The future is uncertain and cannot be predicted precisely. Planning is a way to organize probabilities.
2. Planning is *not* a substitute for good management. Good plans are useless without good managers, yet good managers are powerless without good plans to guide them.
3. Planning is *not* a rigid prescription for decision making, but a guideline that informs decision-making processes, and makes good decisions more likely.
4. Planning offers *neither* a barrier to nor a mandate for change, but a way to make change orderly, functional, and useful.

Recommendations: Sections Two through Five

In planning for record student enrollment growth and improved student outcomes for California postsecondary education, the California Postsecondary Education Commission has identified the areas of **access** (student access to higher education), **affordability** (financial policies that affect students' ability to pay for their education), and **accountability** (information made available about the success and efficiency of the higher education enterprise) as critical components of higher education planning efforts. These components form the sections that follow in this report, as well as a section on another CPEC priority, improved **collaboration and cooperation among educational systems**. The following four sections contain the recommendations verbatim from each of the five planning reports.

2 Recommendations Concerning Access

Financing and funding higher education

All five organizations identified the financing and funding of higher education as among the most critical issues to be addressed in the future. And while all recognized a need to stabilize funding for higher education in California, the specific recommendations contained in the reports vary substantially.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Changing revenue and expenditure requirements*

The State's constitution should be revised to (1) permit State and local revenue to increase in consonance with economic growth and (2) reduce the required "supermajority" voter approval for new or increased taxes from 67 percent to no more than 60 percent, if not a simple majority. The Constitutional Revision Commission and the Legislature and Governor should also review all existing mandatory requirements for General Fund expenditures, identify those necessary to the social and fiscal health of the State, and recommend repeal of all remaining provisions of statute or the constitution that mandate annual expenditures.

Access was a promise to the people of the state on which millions of parents and hundreds of thousands of young people have counted. It was a promise made by the Legislature, by the Governor, by the UC Board of Regents and by the then new CSU Trustees. Access is even more important now, not only because a promise was made but also because the labor force requires more education than in 1960, and equality of opportunity is even more important. To slam the doors now would be a moral, economic and political tragedy for this state.

Clark Kerr -- Statement to the Trustees of the California State University and the Regents of the University of California, October 13, 1993.

➢ *Committing to a base level of funding*

By 1996-97, the Legislature and the Governor should commit to providing a base funding level for California's public colleges and universities on a full-time equivalent student basis. The appropriateness of the base funding level in preserving quality should be reviewed every five years and modified, as needed.

➢ *Calculating programmatic or functional costs*

To provide better information for decision making, each public system of postsecondary education should calculate the various net full-time-equivalent-student costs of providing instruction, differentiated by undergraduate, graduate, and professional levels, and provide these cost calculations to the Commission, the Department of Finance, the Legislative Analyst's Office, and the Joint Legislative Budget Committee by December 1995.

BEST COPY AVAILABLE

➢ *Using programmatic or functional budgeting*

The annual Budget Act should contain sufficient funding to accommodate the total number of students the State is willing to support for undergraduate enrollment in the Community Colleges and undergraduate and graduate enrollment at the State University and the University. These cost calculations should include discussion of research and public service, recognizing that these two functions and instruction are intertwined.

➢ *Obtaining advice from institutional policy makers*

In collaboration with the Commission, policy makers of the community colleges, the State University, and the University should review the educational mission of their institutions in light of current economic and demographic factors and recommend how best to support quality and affordable access for all students into the twenty-first century.

➢ *Prioritizing access if rationing is required*

If the State does not provide sufficient resources to support access for all who could benefit form postsecondary education, the Governor, Legislature, and respective governing Boards should:

- Give priority to students seeking admission to the State's public universities as upper-division transfers from community colleges over those seeking admission as freshmen or sophomores, since community colleges are precluded by law from offering upper-division courses;
- Give priority to students seeking an initial baccalaureate degree over students seeking a second baccalaureate, thereby providing everyone with as much access as possible to undergraduate education;
- Give priority to applicants preparing to enter or reenter the workforce over those who have retired in order to maximize benefits to State efforts to sustain and enhance economic stability and growth;
- Address and set up other priorities for limiting access. These could include, but are not limited to, reducing and canceling programs at the system and/or campus levels, examining the balance of graduate and undergraduate programs, and reducing or combining some disciplines on different campuses.

The California Higher Education Policy Center

Shared Responsibility

➢ Create a Public Compact of shared responsibility to maintain opportunity and quality in higher education.

The Governor and Legislature should preserve the state's investment in higher education and target additional support to campuses that accept additional undergraduate students.

Council For Aid to Education -- RAND

Breaking the Social Contract

➢ California's political leaders -- the governor, members of the state legislature, mayors, and other state and local officials -- should reallocate public resources to reflect the growing importance of education to the economic prosperity and social stability of California.

➢ California should reexamine the financing structure for higher education and develop a strategic plan for allocating the limited resources it has available to most effectively meet future educational demands.

1. Appropriate shares -- California must make policy judgements about the share of higher education expenses that should properly be borne by families, the state, and the federal government.
2. Institutional versus student support. California must make policy judgements about the appropriate mix of direct support to public institutions and indirect support to both public and private institutions through student financial aid programs.
3. Need-based pricing -- California must develop a strategy about need-based differentiated pricing that takes into consideration the state's access goals.
4. Guaranteed financing for higher education. California should determine whether it is appropriate to adopt a minimum commitment to state funding for higher education similar to the Proposition 98 and 111 guarantee for K-14 education.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *A Commitment for State Financial Support*

- Obtain a commitment for General Fund increases of four percent annually for CSU and UC over the next four years, beginning in 1999-2000.
- Consistent with demographic projections of 2 percent to 3 percent annual enrollment growth and the commitment of the segments of higher education, provide full funding for increased enrollment at UC and CSU based upon the agreed-upon marginal cost in addition to the four percent increase in General Fund support.

- Provide support for the community colleges for both cost increases and enrollment growth (projected at 3% annually) funded through their share of the Proposition 98 revenues.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Stabilize state support for "base" budgets in higher education by:

A. Appropriating annually to the University of California and the California State University no less than the percentage of the total General Funds that was appropriated to each of these segments in the prior year. In return, the two segments would annually enroll all eligible undergraduates students who apply.

B. Fixing the Community Colleges' share of overall revenues guaranteed to K-14 under Proposition 98 at least 10.6 percent and using that ratio each year to determine their level of support.

➢ To smooth the cycles of higher education finance, the State should create a "trust fund" called the California Higher Education Opportunity Fund.

A. This fund would consist of any amount above a certain annual increase (we recommend 4 percent) in state general funds available to the UC and the CSU in any given year. Annual exceptions to this level should be state funds for enrollment increases and funds for one-time investments such as equipment replacement, electronic infrastructure upgrades, and deferred maintenance.

B. Funds collected in the Opportunity Fund would be available to each segment during any year when the increase in state general fund falls below 4 percent, as a means of stabilizing resources over the long-term.

➢ If state government does not adopt, or is unwilling to adhere to, a long-term policy for financing higher education and a reasonable student charges and financial-aid framework, the people of California should adopt a ballot initiative whose provisions will not be subject to annual manipulation.

Enrollment (demand and funding)

Four of the five reports acknowlege that more students than ever in California's history would be seeking access to higher education in the future. Accommodating enrollment demand, then, is a top concern for the State.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Estimating enrollment opportunities*

To ensure that all capacity to enroll qualified students is used, the Governor and Legislature should expect the public colleges and universities to collaborate with the independent and private sectors of postsecondary education in annually identifying available enrollment opportunities throughout the State that could be used to accommodate additional students. In particular, each California Community College must estimate the number of its students expected to be transfer-eligible during the succeeding year and provide these estimates to the Commission, the admission and enrollment planning offices of the California State University, the University of California, and, on behalf of independent colleges and universities, to the Association of Independent California Colleges and Universities. In turn, these institutions should report back to the Community College Chancellor's Office on the number of community college students who apply, are admitted, and enroll.

➢ *Developing new plans for graduate enrollment*

The California State University and the University of California should prepare new graduate enrollment plans. Their planning should consider (1) the projected needs of the State in various academic or vocational fields; (2) the advisability of supporting fully developed graduate programs in a comprehensive array of disciplines on all campuses versus that of concentrating graduate expenditures on a smaller range of disciplines at each campus; (3) California's need for additional professional personnel, including school teachers and higher education faculty over the next several decades; (4) the graduate academic programs and productivity of neighboring independent institutions; (5) the need for research productivity within each system and the State; and (6) the benefits of building articulation between masters and doctorate degree programs as a means of shortening time to degree at the graduate level and encouraging students from underrepresented groups to pursue graduate education in larger numbers. The revised plans should reflect the objective of reducing undesired duplication and increasing the productivity of graduate programs.

The California Higher Education Policy Center

Shared Responsibility

➢ Create a Public Compact of shared responsibility to maintain opportunity and quality in higher education.

- The state should hold colleges and universities accountable for the enrollment of eligible undergraduate students, and for cost-effective operations, including the establishment of priorities and the reallocation of resources.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *A Commitment for State Financial Support*

- Consistent with demographic projections of 2% to 3% annual enrollment growth and the commitment of the segments of higher education, provide full funding for increased enrollment at UC and CSU based upon the agreed-upon marginal cost in addition to the four percent increase in General Fund support.
- Provide support for the community colleges for both cost increases and enrollment growth (projected at 3% annually) funded through their share of the Proposition 98 revenues.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Provide state support for additional enrollments only when such enrollments exceed established thresholds.

A. The University of California should receive an additional appropriation only if annual enrollment growth exceeds 1.5 percent.

B. The California State University should receive an additional appropriation only if annual enrollment growth exceeds 1.5 percent, except for enrollment increases in schools of education which should receive special funding as encouragement to meet state needs.

C. The California Community Colleges should receive an appropriation beyond their Proposition 98 guarantee for any year in which enrollment growth exceeds 1.5 percent. Some funds for additional community college enrollments are already provided through the Proposition 98 formula, based on increases in California's adult population.

D. All segments should be allowed to keep the student fee revenues generated for all enrollment growth and not have this reduced from the state's appropriation.

Making better use of independent institutions

Both CPEC and the California Higher Education Policy Center recognized that California's numerous high quality independent colleges and universities can assist the State in accommodating the anticipated enrollment demand.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Using independent institutions for more access & choice*

By the 1999-2000 fiscal year, California's independent colleges and universities should seek to enroll at least 15,000 additional Californians beyond those enrolled

in 1994-95. To encourage both students and independent institutions to pursue this goal, the Legislature should augment State-funded financial aid to assist needy California students to enroll in these institutions.

The California Higher Education Policy Center

Shared Responsibility

➢ Utilize the capacity of California's independent colleges and universities through student financial aid programs.

Capital outlay/ facilities use

Four of the five reports expressed concern about the State's ability to accommodate the growing numbers of students seeking a college education in our existing institutions. While not all organizations agreed that new campuses and facilities need to be built, there was consensus that better use should be made of existing facilities.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Advising the Governor and Legislature on capital funding*

Through its Capital Outlay Planning Advisory Committee, the Commission should develop recommendations by this autumn for the Governor and Legislature to consider in financing capital outlay for higher education through 2010.

The California Higher Education Policy Center

Shared Responsibility

➢ Expand the use of existing campuses and facilities; do not build new campuses.

- New public campuses should not be built for at least ten years.
- Maintenance and renovation of public campus facilities should be the highest priority for state capital outlay support.
- The state should require greater use of classrooms each week, and instruction should be scheduled on a year-round basis.
- The state should encourage upper division courses leading to a baccalaureate degree to be offered at selected community colleges through cooperation with public and private four-year campuses.
- The state should invest substantially in strengthening the transfer capacity of community colleges.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *A Commitment for State Financial Support*

- Provide general obligation bond capital funding at $750 million per year divided equally between community colleges, CSU, and UC.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ The state government and the institutions of higher education should make extraordinary efforts to use existing facilities more extensively and wisely by:

A. Providing fiscal incentives to all higher education for sharing facilities.

B. Providing fiscal incentives to all higher education to encourage joint programs, especially when these can be offered without additional facilities.

C. Adopting a long-term policy to explore alternatives to new construction in the public segments and, if these alternatives represent savings, to implement them before making commitments to large-scale new construction for increasing enrollment capacity.

D. The following principles should guide the commitment of capital outlay with particular regard to increasing enrollments.

1. New construction for additional enrollment capacity should come only as a last resort. The existing campuses in higher education require an increasingly large portion of capital outlay funds if they are to remain effective as teaching or research facilities. Seismic and other safety considerations are special concerns for many and are appropriately the first priority.
2. Expansion of existing campuses should have a higher priority than building new campuses "from the ground up," since costs for new construction are lower on existing campuses with established infrastructures.
3. When new campuses are considered, the highest priority should be those geographic areas of California that are seriously underserved.
4. Regional cooperation with the purpose of reducing capital costs should be a high priority.

Educational technology

Education technology was acknowledged for its potential to serve various functions, such as improving access and facilitating student learning although it was not a primary focus of any of the reports.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Encouraging and supporting incorporation of educational technology*

The Legislature and Governor should support and encourage California's colleges and universities to collaborate with the private business sector to determine how best to incorporate the use of technology in their instructional programs. To this end, the State should request public institutions to develop five-year plans for incorporating technology including (1) the rationale for expenditure priorities, (2) the relationship to teaching-learning improvements, (3) current utilization of technology, and (4) the estimated costs of implementing their plans.

The California Higher Education Policy Center

Shared Responsibility

➢ Establish an incentive fund to encourage cost-effective use of electronic technology for instruction.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Implement Innovative Approaches to Restructuring Higher Education*

Use technology to achieve long-term efficiencies.

Educational equity/diversity

Only the California Citizens Commission included a specific recommendation on educational equity in its long range planning document. While CPEC tries to incorporate educational equity into all its efforts, a report specific to this issue was released in 1998.

The California Postsecondary Education Commission

The Challenge of the Century

The Commission's long-range planning document contained no specific recommendations related to educational equity and diversity. However, from April 1997 to mid-1998, the Commission focused discussions around this issue and in December of 1998, the Commission adopted and released, *Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices*. Commission Report 98-5 contained in that report are the Commission's 13 recommendations on educational equity. The recommendations contained in the report are intended to achieve the following four goals:

1. Reach common ground on educational equity,

2. Enhance student achievement inour public schools,

3. Expand access to college, and

4. Exand the collegiate experience.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ State government should explicitly reaffirm its long-standing commitment to the goals of equal educational opportunity and diversity in higher education.

Transfer

The transfer process has long been an integral component to California's system of higher education. Three of the five reports recommended that improvements be made to the transfer process to ensure a seamless transition between institutions and to accommodate as many students as possible in this manner.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Estimating enrollment opportunities*

To ensure that all capacity to enroll qualified students is used, the Governor and Legislature should expect the public colleges and universities to collaborate with the independent and private sectors of postsecondary education in annually identifying available enrollment opportunities throughout the State that could be used to accommodate additional students. In particular, each California Community College must estimate the number of its students expected to be transfer-eligible during the succeeding year and provide these estimates to the Commission, the admission and enrollment planning offices of the California State University, the University of California, and, on behalf of independent colleges and universities, to the Association of Independent California Colleges and Universities. In turn, these institutions should report back to the Community College Chancellor's Office on the number of community college students who apply, are admitted, and enroll.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ Create a more seamless higher education structure by improving transfers and better articulating transfer requirements among the higher education institutions.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ A high priority should be placed on improving transfer and vocational education in the Community Colleges, with special emphasis on those campuses that have few students transferring now.

A. State government should increase the funding rate for instructional priorities such as transfer and vocational courses.

B. The UC and CSU should expand their contacts with the Community Colleges by increasing the number of classes offered on community college campuses for regularly enrolled UC and CSU students and by taking other actions to serve students on two-year campuses which do not have large transfer programs.

C. With regard to the transfer and award of credit, maximum consideration should be given to the individual student who has transferred between institutions, while maintaining the principle that each institution is responsible for determining its own policies.

➢ State government should provide some financial incentives to increase the number of courses completed, students who transfer successfully and degrees granted.

A. A portion of the current amount of State appropriations per FTES should be awarded only when students complete courses and receive credit.

B. An additional amount should be provided for each academic degree or vocational certificate granted.

C. An additional amount should be provided to the Community Colleges and four-year institutions for student who receive a baccalaureate degree and have spent at least one full year in both segments.

The California Higher Education Policy Center

Shared Responsibility

➢ Base college admissions on assessment of achievement

Admissions

Although much discussed over the past few years, particularly by the governing boards of the California State University system and the University of California, only the California Citizens Commission on Higher Education issued recommendations specific to the admissions policies of California's public colleges and universities in its planning document.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ The four-year institutions of public higher education should undertake new initiatives to diversify their student bodies while maintaining high standards.

A. The University of California Regents should guarantee eligibility to 4 percent of the graduating seniors (roughly one-third of its current eligibility pool) from each California high school if they meet the knowledge and skills requirements

specified by the UC. The rest of the applicant pool should be selected from criteria applied statewide.

B. The CSU Trustees should seriously consider the benefits and consequences of a policy that would grant eligibility to a certain percentage of graduating seniors from each high school if they meet the course requirements and knowledge areas specified by the CSU.

➢ The institutions of higher education should be clear about the standards and competencies needed to succeed at the college level and should adjust their own admissions criteria accordingly. The responsibility of K-12 schools to send well-prepared students into postsecondary education should be recognized through fiscal incentives.

A. All public segments should insist that high school graduates who seek admission have the knowledge and skills necessary to succeed in college-level work, whether in academic or occupational programs.

B. All high school sophomores and juniors who indicate a desire to attend higher education should receive a diagnostic appraisal to provide them with a clear understanding of their strengths and weaknesses in preparation for college.

C. The faculties and governing boards in California should be leaders in reshaping higher education admissions policies to support standards and competency-based school reform. Admission standards should extend beyond the mechanical combination of grades, course-taking, and national standardized test scores to include some measurement of demonstrated competencies.

3 Recommendations Concerning Affordability

Student fees

Along with financing of higher education, the issue of student fees and students' ability to pay was of primary concern in four of the reports. Varying recommendations were offered.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Creating differential fee levels by system*

The fee levels of the three systems should vary by system, reflecting differences in the economic conditions of the current students that they serve and their different missions:

- The Board of Governors of the California Community Colleges should be authorized to establish a base fee level that is fair, moderate, and predictable, and that does not exceed 15 percent of the average annual instructional expenditure per full-time-equivalent student over the prior three years.
- The Trustees of the California State University should be authorized to propose a base undergraduate enrollment fee level that does not exceed 30 percent of the average annual instructional expenditure per full-time-equivalent student over the prior three years.
- The Regents of the University of California should be urged to establish a base undergraduate student fee that does not exceed 40 percent of the average annual instructional expenditure per full-time-equivalent student over the prior three years.

When the economy slows, as it inevitably will, tuition increases once again by default will become the primary backup revenue source. Institutions will then be back in the budget position they were in the late 1980s, with a low tuition base and the declining role of public revenues.

The Institute for Higher Education Policy -- "The Tuition Puzzle", February 1999.

The California Higher Education Policy Center

Shared Responsibility

➢ Create a Public Compact of shared responsibility to maintain opportunity and quality in higher education

The state should expect students to be better prepared for college and to share in the cost of increased undergraduate enrollment.

➢ Increase student fees modestly to contribute to the support of additional undergraduate students.

- Undergraduate student fee increases should be based on two factors (1) affordability, as measured by the rate of growth of personal income in California, and (2) the student share of the cost of additional undergraduate enrollments.
- The state should provide student financial aid equal to one-third of student fee increase; student fees should not be used to fund additional student financial aid.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Establish Predictable Fees and Financial Aid Policies*

- Adopt a fee policy that provides for fees to grow at a rate equivalent to the percentage increase in the state's per capita personal income. The Legislature and the Governor may choose in any year to fund the equivalent of the fee increase with General Fund resources consistent with their action for fiscal year 1999-2000.
- Maintain the existing policy which directs a portion of the increased fee revenue to financial aid;
- Establish a commitment to financial aid policies that ensures both choices and access for capable students; and
- Commit to growth in financial aid at a rate proportionate to the increase in the costs of education which must be shouldered by students and their families.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Require an annual growth in student charges and provide state appropriations for need-based, student financial aid.

A. Require all students in the public segments to pay a slightly higher charge each year as the students' share of support for additional enrollments and increased education costs.

B. Require the state government to appropriate financial aid for needy students who cannot afford these increased charges.

➢ Resident Student "Fees" should be adjusted annually by a fixed amount based on changes in an index which measures income available to Californians.

A. Resident student "fees" in all public segments should be adjusted by the same percentage each year for five-year periods. At the end of every five-year period, the percentage should be recalculated, based on the actual average annual change in California Personal Income Index during the prior fifteen years.

B. The change in resident student tuition should be an annual increase of 4.6 percent during each of the first five years of this policy.

C. Higher education governing boards should have the latitude to levy a surcharge on students beyond the regularly scheduled levels during emergencies caused by serious declines in state appropriations.

➢ If state government does not adopt, or is unwilling to adhere to, a long-term policy for financing higher education and a reasonable student changes and financial-aid framework, the people of California should adopt a ballot initiative whose provisions will not be subject to annual manipulation.

Financial Aid

Ensuring that needy students are provided with financial support to attend college has long been an important priority for the State of California. Three of the reports contain recommendations to ensure that financially needy students can pursue a college education in California.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Funding financial aid programs fully to reduce economic barriers to college*

The State should appropriate increases in grant assistance as necessary to ensure that needy students are able to pursue their education, irrespective of their economic circumstances.

➢ *Directing the largest grants to the neediest students*

Because not all needy students have the same level of financial need, access can best be promoted if those eligible students with the greatest need receive the largest amount of grant assistance within each system. Thus, as each system or institution makes its grant awards, it should direct its largest grants to eligible students with the greatest need.

➢ *Reviewing and revising California's long-term financial aid policy as needed*

The California Postsecondary Education Commission should complete its review and provide its recommendations on long-term financial aid policy for the State by November 1995. The Commission shall include in its review an analysis of (1) appropriate goals to be advanced by the State's financial aid policy, (2) the

advantages and disadvantages of decentralizing aid programs, (3) sources of funds that should be included in the State's financial aid policies, (4) a methodology for estimating annual appropriation needs for fully funding a financial aid program to achieve State goals, and (5) indicators that should be reviewed regularly to determine the extent to which State goals are being achieved.

➢ *Developing a statewide information program*

The Intersegmental Coordinating Council should develop a comprehensive and integrated statewide public information program aimed initially at the parents of elementary and middle school students, but ultimately covering all parents and students, that deals with (1) the civilian and military educational options generally available to California students after high school, with particular emphasis on the options offered by schools, colleges, and universities; (2) the academic and other skills required to be eligible for admission to these options; (3) the likely cost of each option, together with the types of financial assistance available to students unable to fully meet that cost; (4) the State's expectation regarding the financial contribution of parents to the postsecondary education of their children; and (5) alternative postsecondary savings plans available to parents and children.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Establish Predictable Fees and Financial Aid Policies*

- Adopt a fee policy that provides for fees to grow at a rate equivalent to the percentage increase in the state's per capita personal income. The Legislature and the Governor may choose in any year to fund the equivalent of the fee increase with General Fund resources consistent with their action for fiscal year 1999-2000.
- Maintain the existing policy which directs a portion of the increased fee revenue to financial aid;
- Establish a commitment to financial aid policies that ensures both choices and access for capable students; and
- Commit to growth in financial aid at a rate proportionate to the increase in the costs of education which must be shouldered by students and their families.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Require an annual growth in student charges and provide state appropriations for need-based, student financial aid.

A. Require all students in the public segments to pay a slightly higher charge each year as the students' share of support for additional enrollments and increased educational costs.

B. Require the state government to appropriate financial aid for needy students who cannot afford these increased charges.

➢ State government should adopt and adhere to a long-term student financial aid policy.

A. State government should assume responsibility for providing student aid sufficient to offset the financial need created by any increase in public sector student fees.

B. The State's annual Budget Act should be required to fund fully the statutory provisions of the State's Cal Grant program, including support for students at independent colleges and universities.

C. The state government should not take action to change public sector fees to capture federal tax credits or provide state credits similar to those adopted by the federal government in 1997 until the long-term effects and policy implications of recent student aid changes are clear.

➢ If state government does not adopt, or is unwilling to adhere to, a long-term policy for financing higher education and a reasonable student changes and financial-aid framework, the people of California should adopt a ballot initiative whose provisions will not be subject to annual manipulation.

4 Recommendations Concerning Accountability

Statewide information system

CPEC, as the State's clearinghouse for information on higher education in California, recognized the importance of high quality, reliable data to any statewide accountability program for higher education.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Funding a comprehensive student information system*

The Legislature and Governor should improve their capacity to make informed policy decisions about postsecondary education and the students served. To that end, they should fund the expansion of the Commission's student information system, thereby improving the quality and consistency of the Commission's information while, at the same time, reducing current costs for duplicate data storage.

Increased productivity and efficiency

Four of the planning reports recognized the need to increase the productivity and efficiency of California colleges and universities given that financing for higher education is subject to fluctuation while demand for services is likely to continue to increase.

> ***At its base, accountability centers on whether California's higher education students are achieving their educational objectives and are able to apply their knowledge in the workplace. Without clear educational goals and the means to measure student achievement, we may waste scarce public resources and fail to develop the skills and talents of California's students to their fullest. This failure could have far reaching and severe consequences.***
>
> CPEC -- Higher Education Update UP 98-8, December 1998.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Authorizing campuses to retain savings from implementing cost-effective methods of education*

Public campuses should be authorized to retain all savings realized from implementation of cost-effective strategies for instructional delivery and be permitted to reinvest them in any aspect of campus teaching-learning activities. Furthermore, these realized savings should not result in reduction of General Fund support.

To this end, individual campuses within each public system of postsecondary education should be encouraged to devise and implement more cost-effective ways of educating students, provided such strategies do

not result in decreased student diversity and they preserve quality and breadth in academic program offerings throughout the State.

The California Higher Education Policy Center

Shared Responsibility

➢ Eliminate mediocre quality and low priority programs, and reallocate resources to those of highest quality and highest priority.

The University of California should offer a limited number of the highest quality graduate programs in every significant area of knowledge, but should not maintain a comprehensive array of graduate programs at each campus.

➢ Accelerate student learning before and during college

- High school students should have the opportunity to acquire college credit by examination, and to take college-level courses at high schools and community colleges.
- Colleges and universities should make required courses available to enable students to complete a baccalaureate degree in four years.
- Students who, without academic justification, take substantially more courses than required for graduation should pay an additional fee.

Council For Aid To Education -- RAND

Breaking the Social Contract

➢ California institutions of higher education should make major structural changes in their decision making systems so that their leaders can assess the relative value of departments, programs, and systems in order to reallocate scarce resources.

1. Improve performance-based assessment.
2. Define and measure faculty productivity
3. Improve internal accountability in financial management.

➢ Colleges and universities should develop sharing arrangements to improve productivity.

1. Seamless alignment of undergraduate requirements, transfer requirements, joint teaching and degree producing arrangements, and undergraduate instruction, should be achieved over the next decade.
2. Classes -- Departments and universities should pool introductory courses and instructors as a way to save resources and provide the best instruction available in the subject.

3. Services -- Joint outsourcing of functions should be encouraged.

4. Infrastructure -- Combining all or parts of the physical plants that serve the same geographical area to save considerable resources.

5. Libraries. Focus on the software needed to place library resources on the Internet to achieve substantial savings and improved library services rather than continuing to support individual research library collections.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Higher Education's Commitment to a Growing California Economy*

Improve and measure productivity in student retention, graduation rates, time-to-degree, cost control, and faculty training.

➢ *Increase the Accountability of the Colleges and Universities*

- Commit to improved access and quality of instruction through cost-effective innovations and improved productivity
- Increase the availability of classes to improve time-to-degree for students;
- Expand current efforts to develop additional joint academic degree programs;
- Develop a collaboration between institutions that assures the transferability of units and sharing of infrastructure and faculty; and
- Contain the rising costs of higher education by improved management, sharing of resources, and more effective planning.

➢ *Implement Innovative Approaches to Restructuring Higher Education*

- Use technology to achieve long-term efficiencies
- Develop new entrepreneurial approaches to managing the institutions and resources.
- Use public-private partnerships to further institutional goals.

➢ *Cooperate in the Use of Resources*

- Allocate resources in a manner aimed at reducing duplication of programs and non-productive competition between institutions
- Lift existing hard lines of demarcation among institutions to ensure adequate opportunities for collaboration and sharing of faculty, staff, instructional resources, and facilities.

➢ *Contain the Rising Costs of Higher Education*

The costs of higher education must be contained by:

- Carefully managing resources and sharing them with other institutions
- Assessing the costs of each activity as part of the decision process
- Reallocating existing internal resources to highest priorities
- Eliminating excessive government regulations and fees
- Making tough choices regarding curriculum, research, and teaching funding and areas of academic specialization between various institutions.

Improved student outcomes

Ensuring that standards of quality are maintained and improved at California's postsecondary institutions was the focus of recommendations in three of the five reports.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Encouraging students to demonstrate competency*

By the year 2000, all public colleges and universities should provide students with the opportunity, when appropriate, to demonstrate their proficiency or competence without the need to enroll in specific courses. To assist students in preparing themselves to take advantage of such opportunities, California's college and universities should publish a list of faculty-identified courses that have specific sets of proficiencies or competencies that students are expected acquire and the standards set for awarding passing grades or course credit; and they should develop assessment alternatives for students to demonstrate such competencies at no additional cost to the student.

The California Higher Education Policy Center

Shared Responsibility

➢ *Assess student learning*

Begin transition toward making student learning -- not time spent on courses taken -- the principal basis on which degrees and certificates are awarded.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Implement Innovative Approaches to Restructuring Higher Education*

Provide competitive faculty salaries with an emphasis on rewarding outstanding faculty.

Statewide goals and expectations for higher education

Key to the development of greater accountability in higher education are clear goals and expectations. Both CPEC and the Education Roundtable recognized this fact and issued recommendations to that effect.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Developing information on institutional effectiveness*

California's colleges and universities should increasingly develop and publicize clear statements of their unique missions, goals, and expectations, including specific expectations of the skills and competencies their graduates should be able to demonstrate and the means for measuring and reporting these achievements. They should also gather and report information on the postgraduate activities and careers of their alumni in order to help guide curricular change and student choice.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Higher Education's Commitment to a Growing California Economy*

- Meet measurable goals in areas such as enrollment, student achievement, and quality of teaching, and clearly communicate those results to the citizens; and
- Improve and measure productivity in student retention, graduation rates, time-to-degree, cost control, and faculty training.

Economic development and relations with business and industry

Higher education's relationship with business and industry varies greatly from institution to institution. Two of the organizations issued recommendations in their reports aimed at strengthening this linkage and ensuring that higher education prepare its students to be productive members of the 21st century workforce.

Council For Aid To Education -- RAND

Breaking the Social Contract

➢ It is time to redefine the appropriate level of education for all California workers in the 21st century. The Master Plan should be reaffirmed and strengthened, and the education level expected of all California citizens should be raised from high school to the completion of appropriate postsecondary education or training.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Build relationships with the Private Sector*

- Work more closely with business leaders to define the educational requirements of the labor force of the 21st century.
- Increase efforts to obtain private support and mission-related sponsored research.
- Search for sponsored research consistent with the missions of the institutions.
- Develop focused training programs in businesses that complement the education provided by higher education institutions.
- Increase efforts to support higher education through private donations.

➢ *Higher Education's Commitment to a Growing California Economy*

- Develop the workforce necessary to accommodate continued economic growth.

➢ *Increase the Accountability of the Colleges and Universities*

- Train additional qualified K-12 teachers and increase the number of graduates in business, sciences, math, and engineering to meet the needs of our technology-based economy.

➢ *Refocus the Missions of the Institutions*

- Retain the Community Colleges' focus on preparing students for transfer to four year colleges with an additional priority on providing workforce preparation through vocational and technical education.
- Place a priority at UC and CSU at the undergraduate and masters levels on producing sufficient numbers of graduates in business, math, sciences, and engineering in order to help meet California's need for a trained workforce in our increasingly technology-based economy. In addition, UC must place priority at the doctoral level on the sciences and engineering.

5 Recommendations Concerning Coordination and Multi-system Issues

Cooperation and collaboration among systems

Although the recommendations by three of the organizations regarding cooperation and collaboration among segments differ, they generally indicate that better cooperation among institutions of higher education is likely to result in a system that is more responsive to the needs of students and society in general.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Fostering increased regional and statewide collaboration*

The Education Roundtable, consisting of the executives of California's public and independent systems of postsecondary education and the Commission, plus the Superintendent of Public Instruction, should establish as one its highest priorities regional and statewide collaboration among K-12 schools and postsecondary schools, colleges, and universities. The Commission, as the State's postsecondary coordinating agency, should then help implement this collaboration.

Californians have a right to expect the State's educators to . . . operate its schools, colleges, and universities as a cohesive system of collaborative institutions devoted to constant, purposeful change and publicly accountable for the highest standards of students and institutional achievement.

CPEC -- "The Challenge of the Century", April 1995.

➢ *Bringing governing boards together to agree on policy*

The three governing boards of California's public systems of higher education should meet on a regular basis with each joint meeting organized around a focused and limited policy agenda that involves shared goals and /or objectives. Other members of the postsecondary education community should be invited to participate in these meetings, as appropriate.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ Continue with current efforts within UC and CSU to develop more joint academic degree programs

California Citizens Commission On Higher Education

Toward a State of Learning

The state should encourage "regional associations" to improve cooperation among all institutions of higher education by:

A. Encouraging program coordination within regions.

B. Fostering greater acceptance of course credits among more institutions (better articulation).

C. Encouraging arrangements for sharing facilities and equipment to contain costs and better serve students.

D. Providing a central location for inter-institutional data.

E. Generating information about institutions in the region.

Cooperation and collaboration with K-12

Recognizing that higher education plays and important role in improving K-12 education and ensuring a seamless transition from high school through university were ideas that took firm root in the 1990's. Four of the reports addressed this critical issue.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Encouraging better high school preparation*

All colleges and universities should continue and expand collaborative efforts with high schools to assist all graduates in meeting the competencies expected of entering college freshman that have been endorsed by the academic senates of California's public colleges and universities. To this end, the State University and the University should ensure that their existing skills assessment instruments are aligned with these competency statements and make these instruments available to high schools for administration prior to students' completion of their 11th grade year.

➢ *Fostering increased regional and statewide collaboration*

The Education Roundtable, consisting of the executives of California's public and independent systems of postsecondary education and the Commission, plus the Superintendent of Public Instruction, should establish as one its highest priorities regional and statewide collaboration among K-12 schools and postsecondary school, colleges, and universities. The Commission, as the State's postsecondary coordinating agency, should then help implement this collaboration.

The California Higher Education Policy Center

Shared Responsibility

➢ *Accelerate student learning before and during college*

High school students should have the opportunity to acquire college credit by examination, and to take college-level courses at high schools and community colleges.

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Strengthen Collaboration with K-12 Education*

- Continue implementation of K-12 standards-based school reform by setting and enforcing high goals for academic achievement and through college admission requirements that support high school graduation standards.
- Strengthen the priority given to new teacher preparation in order to support class-size reduction initiatives.
- Commit to higher education's participation in community-school partnerships to serve the needs of low income, at-risk students.
- Identify and communicate best practice models for school improvement, teacher education programs, and community/higher education/K-12 partnerships.

➢ *Implement Innovative Approaches to Restructuring Higher Education*

- Expand student preparation and outreach programs while providing clearer communication of course work necessary for graduation.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Higher education faculty and their students should participate extensively in community-school partnerships to serve the needs of low-income students and those most at risk of dropping out of school.

➢ The institutions of higher education should be clear about the standards and competencies needed to succeed at the college level and should adjust their own admiss'ons criteria accordingly. The responsibility of K-12 schools to send well-prepared students into postsecondary education should be recognized through fiscal incentives.

A. All public segments should insist that high school graduates who seek admission have the knowledge and skills necessary to succeed in college-level work, whether in academic or occupational programs.

B. All high school sophomores and juniors who indicate a desire to attend higher education should receive a diagnostic appraisal to provide them with a clear understanding of their strengths and weaknesses in preparation for college.

C. The faculties and governing boards in California should be leaders in reshaping higher education admissions policies to support standards and competency-based school reform. Admission standards should extend beyond the mechanical combination of grades, course-taking, and national standardized test scores to include some measurement of demonstrated competencies.

D. At least half of the costs incurred by public colleges and universities for providing remedial activities for recent California high school graduates should be reimbursed from Proposition 98 revenues after the year 2003.

E. All public institutions of higher education should annually provide extensive information on the record of students from each high school. This should include course completion rates in college, the number of degrees earned and awarded, and grade point averages. The results should also be reported according to racial and ethnic groups and by gender. The report should include completion rates and grade point averages for students eligible through the high school specific guarantee and for those eligible through the statewide pool, described in Recommendation IV-4.

Governance issues

Among the most controversial of the subject areas covered by the planning reports was the issue of governance. Both CPEC and the Citizens Commission specifically addressed the governance of the California Community Colleges while the California Higher Education Policy Center and RAND issued recommendations that addressed governance more broadly.

The California Postsecondary Education Commission

The Challenge of the Century

➢ *Identifying ways to strengthen community college governance*

Because of the uniqueness and diversity of the California Community Colleges, the Commission, in cooperation with the Board of Governors, district boards of trustees, the Department of Finance, and the Legislative Analyst's Office, should review the governance of the community college system to identify how it can become better integrated. The Commission should report to the Legislature and Governor its recommendations, including any desirable statutory, fiscal, regulatory, or administrative changes to that end.

*Note, in December of 1998, the Commission published *Toward a Unified State System: A Report and Recommendations on the Governance of the California Community Colleges.*

The California Higher Education Policy Center

Shared Responsibility

➢ Deregulate colleges and universities. Establish a systematic process to review all state laws and regulations governing California system of higher education and remove those that are of questionable value to the public.

Council For Aid To Education -- RAND

Breaking the Social Contract

➢ California institutions of higher education should make major structural changes in their decision making systems so that their leaders can assess the relative value of departments, programs, and systems in order to reallocate scarce resources.

1. Improve performance-based assessment.
2. Define and measure faculty productivity
3. Improve internal accountability in financial management.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ The governance and structure of the California Community Colleges should be simplified and changed to one based on campuses, not districts.

A. The structure of the California Community Colleges should be changed from the current three-level "system" consisting of the statewide chancellor's office and Board of Governors, regional districts governed by elected trustees, and individual colleges, to a two-level system consisting of a statewide chancellor's office and Board of Trustees, and individual campuses with Governance Councils.

   1. Elected district board of trustees should be replaced at each college with Governance Councils. Those appointed to each Council should represent the geographical community around the college, the statewide board, and the campus constituencies -- the three groups with the most stake in the college.

   2. Specifically, the Councils should consist of:

      a. Nine members appointed by locally elected officials
      b. Four members appointed by the statewide Board of Trustees
      c. Four members appointed by campus constituencies (administration, faculty, staff, and students)

   3. Each individual campus should become the prime locus of decision-making and have full fiscal responsibility for non-state funds.

B. The statewide Board of Trustees should be responsible for establishing and maintaining California-wide standards for programs of statewide importance and for insuring that the overall budgets submitted by the Governance Councils are balanced and responsible.

C. All provisions of the Education Code concerning the California Community Colleges should sunset as part of this rearrangement and be replaced by a brief, concise and non-regulatory framework in statute -- a framework oriented toward expectations and outcomes not mandates.

D. The financial resources and contractural commitments of the California Community Colleges should reflect the dual state-local nature of responsibility for their governance.

1. In addition to support from the State's General Fund under Proposition 98, each college should continue to receive property tax revenues based on its present proportion of total property taxes in the county where the college is located.

2. Each college should be authorized to seek the approval of a majority of voters in cities, counties, or a special college district to support capital facilities or the operations of the college through local taxes.

3. The Governance Council at each college should have the fiduciary responsibility for funds obtained through local measures.

E. The system of collective bargaining within the Community Colleges should be changed by either:

1. Implementing statewide collective bargaining, to be conducted by the statewide chancellor's office under the authority of the Board of Trustees, or

2. Requiring the statewide Board of Trustees to adopt general standards for contracts at each college if statewide bargaining is not acceptable, and:

   a. Providing the Board with the authority to reject contracts that do not fit within those standards.
   b. Requiring the statewide Board of Trustees to certify to the Legislature that the college has sufficient funds to meet the current and future obligations of all contracts.

Teacher education

Teacher education is an area critical to the future success of K-12 education in California. Recommendations were issued on this matter in three of the five reports, with the Citizens Commission offering the most extensive.

The California Higher Education Policy Center

Shared Responsibility

➢ *Assess the knowledge and teaching skills of new teachers*

Fiscal Resources Task Force, California Education Roundtable

California at the Crossroads

➢ *Increase the Accountability of the Colleges and Universities*

Train additional qualified K-12 teachers and increase the number of graduates in business, sciences, math, and engineering to meet the needs of our technology-based economy

➢ *Refocus the Missions of the Institutions*

Maintain the priority at CSU on training additional K-12 teachers as a key factor in restructuring the K-12 system and recognizing the need for lifetime learning to achieve teaching excellence. UC must also expand its current programs devoted to partnerships with schools, teachers, and students

California Citizens Commission On Higher Education

Toward a State of Learning

➢ The State government should declare that the shortage of qualified teachers constitutes an emergency and adopt a ten-year plan for addressing it. The plan should include at least the following elements:

A. The annual budget act should double the dollar commitment to the new program which forgives student loans for new teachers (Cal Grant T).

B. The California State University should place the highest priority on, and redirect resources to, expanding its capacity to produce fully qualified and certified teachers.

➢ As a first step, the state government should require that no more than 10% of the secondary school classes in any school be taught by instructors lacking a major or minor in the subject of the class and that no more than 15 percent of the math and science classes be taught by instructors lacking a major in the appropriate subject.

➢ The State should make the institutions of higher education explicitly accountable for improving the retention of new teachers by exposing them as undergraduates to the realities of classroom instruction, by providing better training for them as student teachers, and by offering extensive support during their initial years of employment.

A. Programs to involve undergraduates in K-12 classroom experiences should be expanded substantially so that all students considering a career in teaching will have an opportunity for practice teaching in real schools, for tutoring disadvantaged students, and for enrolling in university classes that teach the fundamentals of instruction.

B. A Teacher Improvement and Development Fund should be established from Proposition 98 funds, and matching amounts from higher education, to encourage collaboration between higher education institutions and public school teachers. This involves mentoring new teachers, disseminating the results of educational research, providing continuing education for all teachers, and forging new links between school districts and academic departments throughout higher education. This fund should have the goal of reducing the dropout rate of new teachers by half within five years.

C. Academic departments throughout each higher education campus should be involved in work with the K-12 sector and with efforts to improve teacher training.

➢ The institutions of higher education should enhance the professional reputations of their education schools and try to attract the best students into teaching careers.

A. Undergraduate students who excel in activities that lead to teaching careers should receive academic honors and campus-wide recognition.

B. Students who rank in the top ten percent of their baccalaureate graduating class should receive a $2,000 bonus for enrolling in a teaching certificate program within two years of graduation.

C. State government should provide matching funds to create a prestigious teacher's institute at one or more campuses of an accredited institution that now has a school of education. The Institute should have these characteristics:

1. Competitive admissions to select the most academically able students who also have a record of community service.

2. Scholarships to support a year and a half of students' academic and credential work.

3. A combination of inter-disciplinary instruction in higher education classes with assignments in the schools. Students should also have the option of receiving an MA degree, as well as a teaching credential, if they complete the required coursework in affiliated departments.

4. An extensive program of applied research which uses the assignments of the teacher candidates and their mentoring in the schools as a source for studies and evaluations.

5. An Institute "fellows" program, similar to post-doctoral opportunities in academic departments. As fellows, outstanding teachers would spend substantial time in residence, both to work on special projects and to interact with credential candidates.

Missions

In most cases the stated mission of a college or university determines the direction the institution will take and the educational services it will provide to its students. Three of the reports contain recommendations related to an institution's mission.

The California Postsecondary Education Commission

The Challenge of the Century

Obtaining advice from institutional policy makers

➢ In collaboration with the Commission, policy makers of the community colleges, the State University, and the University should review the educational mission of their institutions in light of current economic and demographic factors and recommend how best to support quality and affordable access for all students into the twenty-first century.

Council For Aid To Education -- RAND

Breaking the Social Contract

➢ As part of their overall restructuring, California's colleges and should pursue greater mission differentiation to streamline their services and better respond to the changing needs of their constituencies.

1. California community colleges should take a leadership role in work-force preparation.
2. The California State University system should take the lead in teacher training and areas related to regional economic development.
3. The major California research universities, public and private, should focus on the promotion of research and graduate education

California Citizens Commission On Higher Education

Toward a State of Learning

➢ *Refocus the Missions of the Institutions*

The distinctions between the systems of higher education identified in the Master Plan need to be revisited in light of changing circumstances. Specifically, the institutions and state government leaders should:

- Assure that the institutions educate their share of new students by remaining focused on their respective missions and retaining an appropriate balance between their functional responsibilities
- Maintain the priority at CSU on training additional K-12 teachers as a key factor in restructuring the K-12 system and recognizing the need for lifetime learning to achieve teaching excellence. UC must also expand its current programs devoted to partnerships with schools, teachers, and students
- Continue the UC commitment to providing undergraduate, graduate, and professional education in an environment where research and graduate education support the undergraduate instruction;
- Place a priority at UC and CSU at the undergraduate and masters levels on producing sufficient numbers of graduates in business, math, sciences, and engineering in order to help meet California's need for a trained workforce in our increasingly technology-based economy. In addition, UC must place priority at the doctoral level on the sciences and engineering;
- Retain the Community Colleges' focus on preparing students for transfer to four year colleges with an additional priority on providing workforce preparation through vocational and technical education.

Statewide coordination of higher education

The California Citizens Commission on Higher Education recognized the critical role played by the California Postsecondary Education Commission in planning and coordinating higher education in California. As such, it issued recommendations it believes will strengthen the Commission in carrying out its responsibilities.

California Citizens Commission On Higher Education

Toward a State of Learning

➢ Statewide coordination of California higher education should be strengthened by changing the composition of the current coordinating agency and expanding its mandate.

A. The membership of the California Postsecondary Education Commission (CPEC) should be reduced from 17 to 9 members and consist of appointments by the Governor, the Assembly Speaker, and the Senate Rules Committee. No member should serve concurrently as a governing board member or as an employee of any public or private institution of higher education.

B. In addition to its present responsibilities, the California Postsecondary Education Commission should be given the statutory mandate to:

1. Serve as prime advisor to the Department of Finance, the Governor, and the Legislature on how well the principles of the Master Plan for Higher

Education are being followed and financed for both public and private higher education.

2. Serve as an agency to distribute special funds created to promote cooperation, efficiency, and resource sharing among all public private higher education institutions and K-12.

C. The agency should be exempt from the civil service requirements which inhibit its leadership potential.

6 Toward the Future

CLEARLY THE ISSUES CALIFORNIA FACES in providing higher education services in the new millennium are complex. In some cases, they are also no less than daunting. The recommendations issued by the five entities in this report illustrate numerous policy paths the State could elect to take in addressing these issues. And, although the recommendations vary in specifics, all share a common theme: California needs to work aggressively to address the challenges facing higher education. Each report echoes caution: that California's world class system of higher education, and access to it, are at risk if the State and its higher education institutions go passively into the future. Left unaddressed -- or underaddressed -- these challenges could become insurmountable and many promising individuals are likely to be turned away at the college door, much to the detriment of the state's prosperity and social cohesion.

Favorable economic environments such as that which California currently enjoys have the tendency to lull society into false complacency. Motivation for change wanes. By contrast, the Commission continues to identify the challenges ahead and plan for the future of higher education in California. To that end, the Commission will be releasing two major planning documents this fall: (1) an update to the Commission's 1995 documents, *A Capacity for Growth*, and (2) an update to the Commission's comprehensive planning document, *The Challenge of the Century*.

. . . the Commission continues to identify the challenges ahead and plan for the future of higher education in California.

In the past, the Commission has stressed the importance of accurate enrollment projections in helping the State plan for the future and prepare a future workforce and citizenry. Although the Commission's enrollment projections have proved to be among the most accurate, the Commission has committed to fine-tuning these as new information becomes available. This update to *A Capacity for Growth* will include updated enrollment demand projections, information on the capacity of our higher education institutions to accommodate that enrollment demand, and information on the State's ability to fund the enrollment growth. Additionally, the Commission's update to *The Challenge of the Century* will include numerous recommendations and policy directions for the State to take to address these challenges and shape its future. Using the Commission's research expertise around numerous higher education issues as well as the new enrollment projections, that document promises to represent the Commission's best advice and best thinking to help position higher education and the State to meet the needs of the 21st century.

In 1995, the Commission's set forth its vision for higher education in California. The 1995 report, *The Challenge of the Century* said,

> California requires a cohesive system of first-rate schools, colleges, and universities -- both public and private -- that is characterized by a clear set of high expectations, collaboration among institutions, and public accountability for institutional performance. Its colleges and universities should continually engage in critical self-examination to determine how teaching and learning can best be improved and institutional efficiencies and productivity enhanced. These institutions must receive adequate levels of financial support to ensure that all Californians who prepare themselves to benefit from instruction have access to educational opportunities that nurture the very best in them. In this way, education can mitigate inequitable differences in family background and prepare all Californians to participate fully in the State's political democracy, contribute to its continually changing economy, and recognize the unique benefits of California's diversity for the creation of ideas and culture.

This vision continues to guide the Commission in all its efforts. The Commission's policy work over the next few years will help provide a bridge to California's future by ensuring that this vision of California higher education becomes reality.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 16 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Five others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of September 1999, the Commissioners representing the general public are:

Guillermo Rodriguez, Jr., San Francisco; *Chair*
Melinda G. Wilson, Torrance; *Vice Chair*
Alan S. Arkatov, Los Angeles
Carol Chandler, Fowler
Henry Der, San Francisco
Lance Izumi, San Francisco
Kyo "Paul" Jhin, Malibu
Jeff Marston, San Diego
Andrea Rich, Los Angeles

Representatives of the segments are:

Kyhl Smeby, Pasadena; appointed by the Governor to represent the Association of Independent California Colleges and Universities;

Thomas F. Kranz, Los Angeles; appointed by the Board of Governors of the California Community Colleges;

Monica Lozano, Los Angeles; appointed by the California State Board of Education;

Ralph Pesqueira, San Diego; appointed by the Trustees of the California State University; and

Ward Connerly, Sacaramento; appointed by the Regents of the University of California.

The two student representatives are:
Jacqueline A. Benjamin, Westminster
Darren Guerra, Rancho Cucamonga

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933; web site www.cpec.ca.gov.

A BRIDGE TO THE FUTURE: HIGHER EDUCATION PLANNING FOR THE NEXT CENTURY

Commission Report 99-3

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

1997

97-10 *Eligibility of California's 1996 High School Graduates for Admission to the State's Public Universities -- Executive Summary: A Report of the California Postsecondary Education Commission* (December 1997)

1998

98-1 *A Master Plan for Higher Education in California, 1960-1975* (April 1998)

98-2 *Performance Indicators of California Higher Education, 1997: The Fourth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (April 1998)

98-3 *Fiscal Profiles, 1998: The Eighth in a Series of Factbooks About the Financing of California Higher Education* (December 1998)

98-4 *Student Profiles, 1998: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (December 1998)

98-5 *Toward a Greater Understanding of the State's Educational Equity Policies, Programs, and Practices* (December 1998)

98-6 *The Condition of Higher Education in California, 1998* (Decembe0

r 1998)

98-7 *California Postsecondary Education Commission Workplan, 1999 and Beyond* (December 1998)

98-8 *Performance Indicators of California Higher Education, 1998: The Fifth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (December 1998)

98-9 *Toward a Unified State System: A Report and Recommendations on the Governance of the California Community Colleges* (December 1998)

1999

99-1 *Recommendations on Strategies to Enhance the Delivery of Health Care to All Californians: The Commission's Response to Senate Concurrent Resolution 23* (April 1999)

99-2 *Opening the Central Valley: A Review of the Board of Regents' Proposal to Build the University of California at Merced* (June 1999)

99-3 *A Bridge to the Future: Higher Education Planning for the Next Century* (September 1999)